Identifies a number of recent shifts in issues affecting education and examines the impact on leadership in education with particular reference to the Canadian context. Discusses implications for changes in leaders' behaviours within the context of social and leadership theories. Presents some proposals which facilitate appropriate controls in educational leadership, but at the same time are supportive of increasing democratization. These do not represent an abrogation of administrative responsibilities, but emphasize the need for new views of the multiple roles of leaders in education at a time when international similarities are being identified.

**Introduction**

Educational institutions are generally viewed as important instruments of social policy. Paquette[1] states they are highly visible, highly costly and are symbols of official policy aimed at shaping who we are and what we become as nations and peoples. In Canada, as elsewhere, pressures are brought to bear on educational institutions by for malized influences such as:

- government departments (fiscal policy);
- the judiciary (education acts and criminal codes); further complicated by
- social demands for greater institutional and personal accountability from an increasingly informed (although not always accurately informed) public.

In Canada these range from the serious (the cutting of a billion dollars a year in transfer payments for education from the federal to the provincial governments) to the silly (Mike Harris, Premier elect of Ontario says he will eliminate faculty tenure at universities). These are inextricably intertwined, and education in any shape or form is influenced by the process of human dynamics derived from biological, psychological and sociological perspectives. While these attributes may be constant, the many ways in which they interact are kaleidoscopic in nature, so that patterns of outputs are ever-changing and it is the dynamics of these interactions, apart from the quasi-legal dimensions, with which educational administrators must attempt to come to terms.

In the psychological domain, this includes meeting learning needs of people in varying stages of development. This is of increasing concern in Canada, as the needs of special groups become recognized. These needs may refer to those of the learning disabled, the physically challenged and other minority groups which can also include, for example, the "first nations" and women's groups. Thus, fostering appropriate learning environments, curriculum development and accessing the range of resources necessary for accomplishing these concern the administrator. Within the sociological domain, a wide range of variables must be considered. Within the context of fostering an increase in public awareness, equity and democracy these include, again, gender issues (of which biological concerns are a part), minority group issues, human rights issues, pressures from an increasingly well-informed public and increasing demands for higher standards of teaching and professional conduct.

Combine these with technological changes and increasing needs to access information on the part of educators and their client groups and, if all goes well, administrators may be able to meet the requirements of the larger social and political agenda. But life is not like that and major policy shifts at the government level combined with changes in public attitude make it increasingly difficult to administer well and at the same time deliver the education required. These variables identify any educational institution as much more than a geographical location where educating takes place. It is in and of itself an organization, and is a component part of a larger social organization.

**A social systems theory**

Parsons's[2] sociological approach to a theory of organization defines it as a broad type of
collectivity which has assumed a particularly important place in modern industrial society. Examples of organizations include hospitals, large businesses, government departments and educational institutions such as colleges and universities. They all have something in common because they all involve social science, economics and education. The differences exist only in primacy of orientation to a specific goal and this applies to external relations and the internal structure of the system. Further, in Parsonian terms, the organization must produce an identifiable something which can be used by other systems and the functioning of the educational organization will make a difference to the functioning of other systems and subsystems in society.

On the assumption that there is a market for the product, priority must be given to those processes which are most directly involved with the success or failure of goal-oriented endeavours. In this case, the decision maker must be able to count on the mobilization of resources in the interests of the goal. This is how power is developed. A specialized goal is a specialized or differentiated function from the point of view of a subsystem or suprasystem. This relationship is the link between an organization and the larger system of which it is part and is the basis for classifications.

Within the Parsonian definition of organization, the educational institution would have to be able to mobilize resources such as land, buildings, equipment, materials, capital, labour, goodwill and expertise. Of these, perhaps financing is the most easily identified perennial problem because financing is affected with public interest and may be regarded as an exercise in political power. This latter statement underscores the notion that successful administration has much to do with the exercise and recognition of power.

### The problem of power

The development of organizations (in this case the educational organization) is the primary mechanism by which things get done - to achieve goals beyond the reach of the individual and under conditions which facilitate a maximum degree of effectiveness. The central phenomenon of organization is the mobilization of power, the generation of which is based on:

- institution of a value system which legitimizes the goal and principal patterns by which an organization functions;
- regulation of the procurement and decision-making process in order to claim loyalties and to obtain (and sustain) co-operation;
- command of detailed and day-to-day support of persons whose co-operation is needed;
- the command of facilities, of which the primary category in our society is financial.

Paquette's[1] statement at the beginning of the paper views the educational institution as an important instrument of social policy. Parsons[2] takes this further by including educational institutions as pattern maintenance organizations. This implies that a large number of other systems and subsystems have a stake in ensuring that educational institutions maintain values and disseminate learning which will not run counter to social values espoused by government, the people, the judiciary or the military among others. A focal concern in the administration of institutions of education, particularly higher education, relates to the demonstration of leadership and the exercise of power.

### Leadership and power

Most people speak of leaders and leadership without pausing to identify what is really meant by these terms. What, for example, are the differences between leading 50 years ago and now? Do the differences lie in the ways in which educational leaders support pattern maintenance (particularly in Canada where traditional, political and ethnic relationships are undergoing a metamorphosis)? Is the best type of leadership for now better than the best type of leadership for then? Who can lead? Do the times require different types of leaders? At a time of increasing democratization, do we need leaders? Why not hold referendums on everything and simply rely on bureaucratized managers and clerks to help us to follow procedure?

There are numerous theories on and definitions of leadership, many of them greeted by degrees of scepticism. Hoy and Miskell[3] state that much of the scepticism about theory is based on the assumption that educational administration is incapable of becoming a science, a scepticism which has plagued all social sciences. There are also implicit and explicit indications that leadership is inextricably linked with the exercising, recognition and allocation of power in a variety of forms. That said, however, there may be no clear notion of the meaning of power within this context. Hoy and Forsyth[4] suggest that there is a distinction between power and authority and that the former is more com-
Leadership does not result from the individual traits of leaders, but must also involve attributes of the transactions between those who lead and those who follow.
stay in the same place, with its implied expenditure of human, material and fiscal resources, to no creative end. While the following suggestions are probably best suited to the sphere of post-secondary education, they may be adapted to meet the needs of administration within the contexts of primary and secondary education. These strategies are suggested with serious imposed resource restraints in mind. Further, they consider Parsonian theory and the presumed functions of administrators derived from the literature review.

Strategy 1, address human resources issues
Examine the strengths and weaknesses of subordinates in terms of what they can do to meet organizational and faculty/departmental goals. Assist in refocusing. Welcome suggestions from individuals as to how they can plan and implement their own professional development. Provide assistance and support as they do this by giving direction and offering opportunities. Redirect their efforts as necessary, so that what they do is relevant to the organization and themselves and is perceived as such by themselves and others.

There are a number of benefits from this type of action, but the three most important are that administrators can:
1. increase efficiency in terms of meeting organizational goals;
2. increase productivity in terms of individual output from subordinates;
3. help to direct subordinates’ research and other scholarly efforts away from highly focused monodimensional perspectives to more global applications.

Strategy 2, create opportunities
At the very beginning of this paper we spoke of fiscal reductions affecting choices in organizational direction. The necessity of trimming perceived excess expenditures in the light of reduced funding, however unpleasant it may seem, brings about opportunities for reevaluating ways and means of meeting goals.

It also forces administrators to examine ways of maintaining or increasing funding levels by accessing funds from non-traditional sources such as special grants to form partnerships with other educational, business or media organizations, or by obtaining payments for specialist services rendered.

Educational organizations can actively seek a range of connections with international funding agencies such as the World Bank, the Canadian International Development Agency or with governments at home and abroad. The creation of the North American Free Trade Association holds promise for working relationships between institutions of higher education, particularly in post-secondary education.

Strategy 3, lead by example
There is nothing new in the notion of leading by example, but it is not always as easy to follow as it would seem. In the context of higher education there are three major areas within which academic personnel should be involved. They are:
1. teaching;
2. research;
3. service to the institution in terms of such activities as committee work and participation in ongoing calendar events such as commencement exercises.

Frequently administrators in academia find little time for research. However, by forming collaborative relationships with faculty members in a variety of research activities, administrators are able to foster and maintain one-on-one relationships with subordinates, are able to maintain research profiles and can be seen to be active participants in a range of research activities (this activity can be perceived as a spur to the efforts of subordinates). By involving subordinates, where possible, in decision making and committee work at the faculty and departmental level, administrators can maintain a high working visibility (providing yet a further example of active administration) and increase the stakeholding perception which subordinates may have of themselves in the larger organization, the faculty and the department.

A problem which can develop from an enlarged democratic approach to administration is that subordinates may not have access to all the material necessary to make decisions and the democratic process is slow. This can be addressed, in part, by requiring feedback only on those issues where subordinates may have full access to information, by dealing with several issues simultaneously and by understanding that in some circumstances administrative leaders should remember that their mandate is to lead and simply do so.

This latter means that sometimes leaders must make decisions without soliciting the opinions of subordinates and can also provide a case of leading by example; in other words, taking the initiative and demonstrating command of a situation.

Strategy 4, understand power issues
Having power and using it is so much more than simply recognizing that one is in charge of things and then behaving as though one were. For one thing, there are many power and power-related issues. The enactment of strategies 1 to 3 allow for the acquisition of
considerable power by exercising an acceptable, legitimate authority. Other elements of power accrue from an understanding of the implications of external events for the integrity of the faculty or unit for which one is responsible. This provides space in which to anticipate subsequent events. A further element is obtained from correctly identifying the powerful and powerless in the larger social context and understanding administrative roles and responsibilities as they are affected by these. Power is further obtained by efficient networking at all levels. An erosion of power can be minimized by following Niccolò Machiavelli’s advice to “…make your mistakes early. People have short memories”.

Strategy 5, adopt an international perspective
This may be taken quite literally. It means that by taking the organization’s knowledge and expertise to a range of other organizations outside its geographical location such knowledge and expertise is shared. Administrators in the organization obtain perspective on where it is and where it should be. They are also able to take a marketing approach to the specialties which the organization produces. In turn, new knowledge and expertise is acquired to be integrated into the organization and improve functioning. Another dimension to this approach is seen at the personal level and relates to the professional development issue addressed in strategy 1. This provides for subordinates to look outside their immediate areas of scholarly interest and enriches them and the organization. In a larger sense it requires administrators to view the organization from the broader perspective and to demonstrate administrative behaviours accordingly.

Conclusion
The term “theory” is often confused with “speculation” as when people might say “Well, my theory is...” when addressing a current social or political issue. A means of identifying the correct usage of the term “theory” is to be reminded that a good theory should provide the underpinnings for good practice. This paper has examined theories of organization and leadership and has applied them to current critical issues in modern educational administration. It has demonstrated that the perspectives espoused by the theorists can provide critical underpinnings to the successful administration of institutions of education, with particular application, in this case, to institutions of higher education. What is more, they provide a focused means of creating frameworks for the styles of individual administrators. Dimensions of leadership may be enhanced by the prudent use of theoretical perspectives. Administrators can, of course, select from a number of individual theorists, or can adopt an eclectic approach to theory use by combining the efforts of several theorists. At the end of the day, however, individual administrators should understand the events which influence their institutions, recognize their own strengths and weaknesses and develop their own leadership styles to meet recurrent and changing institutional needs.

References